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REVIEW OF PRIORITY THEMES

COOPERATION AND COORDINATION OF ACTIVITIES WITH OTHER UNITED NATIONS BODIES

Survey of activities carried out in the field of crime prevention and criminal justice within the United Nations system and by relevant intergovernmental and non-governmental organizations and on coordination of activities with other United Nations bodies

Report of the Secretary-General

Summary

This report informs the Commission on Crime Prevention and Criminal Justice about crime prevention and criminal justice activities carried out both within the United Nations system and by other intergovernmental and non-governmental organizations. It summarizes the reported activities according to the priority themes established by the Economic and Social Council on the recommendation of the Commission at its first session, and according to the crime prevention and criminal justice component addressed by each activity. With regard to the United Nations system, it reviews present and planned coordination activities. Recommendations are presented for the consideration of the Commission.

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INTRODUCTION

1. On the recommendation of the Commission on Crime Prevention and Criminal Justice at its first session, the Economic and Social Council adopted resolution 1992/22 of 30 July 1992. In section IV, paragraph 10, of that resolution, the Secretary-General was requested:

> "(a) To conduct a survey of activities carried out in the field of crime prevention and criminal justice within the United Nations system;
>
> "(b) To conduct a survey of activities on priority themes ... by relevant intergovernmental bodies and non-governmental organizations, including at the regional level;
>
> "(c) To prepare a report, based on an analysis of the information gathered through the above-mentioned surveys, which outlines options, with their associated budget implications, relating to the priority themes for consideration by the Commission at its second session in connection with the development of its programme of work for the period 1992-1996."

2. Pursuant to, and in implementation of, that request, a survey questionnaire was designed on the following basis:

(a) The reference to the United Nations system in paragraph 10(a) was taken to cover approximately 18 United Nations programmes, entities and specialized agencies;

(b) The relevant intergovernmental bodies and non-governmental organizations referred to in paragraph 10(b) were taken to comprise 180 intergovernmental organizations included in the list available to the Secretariat and in the roster of the Economic and Social Council;

(c) The request in paragraph 10(c) to prepare a report which outlines options, with their associated budget implications, relating to the priority themes was taken to require, following the survey, an analysis which quantifies and qualifies for the Commission the degree of interest by the responding entities in the three priority themes, and which provides a preliminary assessment, conclusions and recommendations for its consideration.

3. The Commission would thus have the opportunity to consider options in the context of the priorities of its programme of work and to discuss their relevance, scope and effectiveness. While the present report contains general options for discussion by the Commission, the inclusion of budgetary considerations is not possible until specific projects or programmes are identified.

I. CONCLUSIONS AND RECOMMENDATIONS

4. An analysis of the information collected as a result of the survey may be helpful to the Commission in drawing conclusions and in determining future action required for discharging its mandated functions. The survey results demonstrate the usefulness of mechanisms designed to collect information on a regular and recurrent basis. The Commission needs to be constantly informed of activities undertaken around the world. The establishment of such a channel

of information would serve two primary functions. First, it would enable the Commission to coordinate action more effectively, to review the priorities of the crime prevention and criminal justice programme, and to make appropriate recommendations to the Council. Second, it would assist the Commission in determining in a more accurate fashion the concerns of the international community and the areas that require particular attention.

5. The survey demonstrated that activities carried out in the field of crime prevention and criminal justice by entities both within the United Nations system and by intergovernmental and non-governmental organizations, about which information was made available through the responses to the questionnaire, are characterized by certain elements to which the Commission may wish to direct attention. Almost all activities are either designed in order to cater to specific concerns of the membership of the individual entity, or are directed towards certain regions. This is not meant to imply that such activities per se are not commendable. On the contrary, many are substantively well conceived and planned, and may offer innovative solutions to problems of crime prevention and criminal justice. Given their particular objectives, however, they are not designed with a view to providing adequate responses to concerns and needs of broader constituencies, in both substantive and geographical terms. Certain areas of concern, and particularly certain aspects of crime prevention and criminal justice where there are great needs on the part of a large number of Member States, are not addressed at all. It could therefore be concluded that the role reserved to the Commission by the General Assembly and the Council, acting on the recommendation of the Commission, should assume greater dimensions. The Commission, as the principal policy body of the United Nations in crime prevention and criminal justice, has been vested with a comprehensive mandate to fill the void, where there is one, and to consolidate initiatives, making them global in scope. A global perspective, tailored to provide efficient and effective responses to the needs and concerns of as many Member States as possible, is particularly necessary in order to counter all forms of transnational crime.

6. The benefits derived from the survey and the desirability of continuing this activity on a regular basis may deserve attention.

7. The question of a recurrent survey of activities in crime prevention and criminal justice is closely linked to another issue of equal importance. Recent experience has demonstrated that a considerable number of technical cooperation activities are undertaken around the world on a bilateral basis, and that their number is increasing. These activities not infrequently show signs of ill-coordination and overlapping. This leads to increased cost and, sometimes, diminishes their effectiveness and impact. It may be desirable, therefore, to identify technical cooperation activities that could be coordinated, thereby increasing their cost-effectiveness and impact.

8. The survey results lead to the conclusion that in some areas the implementation of the mandate of the Commission can be carried out by coordinating activities already undertaken in the field of crime prevention and criminal justice, and in others, by initiating action in fields which are either not covered at all or not adequately covered. Coordination of activities would produce more beneficial results if it is characterized by active involvement geared towards maximizing the scope and impact of the activities in question. This should also be one of the elements of cooperation with other entities of the United Nations system. Cooperation would be more effective if there is a genuine cross-fertilization of substantive contributions, which would

eventually eliminate considerations based on the source of financing of the relevant activities. In line with this principle of reciprocity, the Commission should invite contributions from entities possessing relevant expertise, even in cases undertaken on its own initiative.

9. Accordingly, the Commission may wish to reaffirm the priority of the provision of increased technical cooperation to Member States, upon request, both individually and in cooperative programmes with agencies and organizations. The Commission has at its disposal, within the Secretariat, and through its roster of experts, an enormous breadth of well-informed, professional competence in the field of crime prevention and criminal justice. As the guiding body of the United Nations in the field of crime prevention and criminal justice, it also has the unique capacity to consolidate the views of all Member States, as well as a global perspective on crime prevention and criminal justice matters.

10. The Commission might emphasize the importance of the programme in establishing and maintaining direct regular contacts in Member States, particularly developing ones. This is an expression of the "bridge" function which the Commission has been previously mandated to discharge, and it should be strengthened. Such a strengthening would require additional resources.

II. SURVEY DESIGN

11. Two phases were required to complete the task mandated by the Commission. The first was to survey the relevant entities and organizations. The second was to conduct a comprehensive analysis of the responses and provide the Commission with the results of this analysis.

12. Two surveys were mandated by the Council. With regard to the second survey, it was concluded that an evaluation as to whether a particular activity or programme was related to the priority themes, and if so to what degree, would best be determined upon receipt of the relevant information from the respondents.

13. In constructing a questionnaire, an operational definition of activities in the field of crime prevention and criminal justice had to be determined. Accordingly, "activities" were categorized on the basis of the following concepts:

(a) Crimes, including organized crime (economic crime, money-laundering, environmental crime, terrorism and transnational crime);

(b) Drugs;

(c) Urban crime;

(d) Computer crime;

(e) Crimes against cultural property;

(f) Violent crimes (including domestic violence);

(g) Criminal justice system components, including: victims (as in cases of instrumental use of children and the elderly); offenders (including cases

of juvenile and violent criminality); law enforcement officials; courts (sentencing practices, such as plea bargaining, capital punishment and alternatives to imprisonment, as well as the role of court officials, lawyers and judges); prisons (management issues and matters relating to the acquired immunodeficiency syndrome (AIDS) and custody); and parole, probation and after-care;

(h) International agreements, including: bilateral arrangements (treaties, mutual assistance, extradition and transfer of penal sanctions); and multilateral arrangements (conventions);

(i) Crime prevention, including: governmental programmes; and non-governmental programmes (volunteers and paid staff);

(j) Management information, including: systems development; data collection; information analysis; policy development; and evaluation.

14. The survey form was designed to be comprehensive in scope, but also simple to complete, with the goal of maximizing responses. The survey form is contained in annex I to this report. Entities and organizations were requested to define each activity in two ways. First, they were asked to categorize their activities according to one or more of the crime prevention and criminal justice system components which they addressed, on the basis of the classifications provided. Second, they were requested to provide a brief narrative description of each activity, and to describe the primary functions as one of the following: training, standard-setting, coordination, research, publications, expert advice, material assistance, financial assistance and monitoring.

15. Following extensive consultations, involving also the United Nations International Drug Control Programme (UNDCP), which had relevant survey experience, the form was approved and distributed.

III. SURVEY PROCESS

16. The breakdown of the 200 entities and organizations to which the survey form was mailed is as follows: United Nations bodies and specialized agencies (31); intergovernmental organizations (41); and non-governmental organizations (128).

17. The survey schedule is attached as annex II to the present report. Written reminders were mailed on 20 October 1992. By 4 November 1992 a total of 38 responses (19 per cent), detailing approximately 60 activities or programmes, had been received. Submissions received by the Secretariat by 30 November 1992, when the preparation of the present report began, numbered 70 (35 per cent) respondents, describing 117 activities or programmes, as detailed in the following paragraphs.

IV. SURVEY RESULTS

A. Respondents

18. The survey results are reflected in the table below. Of 31 relevant entities within the United Nations system, 15 entities responded, providing information about a total of 17 activities or programmes. The response rate was 48 per cent.

Total survey responses

Respondents	United Nations and specialized agencies	Intergovernmental organizations	Non-governmental organizations	Total
Described crime prevention and criminal justice activities or programmes	9	8	21	38
Responded, but no crime prevention and criminal justice activities or programmes	6	11	15	32
Subtotal, A	15	19	36	70
Indicated a response to follow, B	0	0	4	4
Did not respond, C	16	22	88	126
Total, A, B and C	31	41	128	200

19. Of 41 intergovernmental organizations, 19 responded, providing information about a total of 41 activities or programmes. The response rate was 46 per cent.

20. Of 128 non-governmental organizations, 36 responded, providing information about a total of 59 activities or programmes. The response rate was 28 per cent.

B. Survey summary sheets

21. Three survey summary sheets, one for each group of respondents, are available to the Commission as conference room papers. They are intended to provide a visual summary of the responses received and the activities reported. The response categories will replicate the range of crime prevention and criminal justice activity categorizations available to respondents, with the addition of an "other" category which was not available to the respondents, thus permitting an assessment of the crime prevention and criminal justice activities which were interpreted by the Secretariat to be the focus of greatest attention by respondents.

22. It should be emphasized that an "other" category was added to each possible area of response in the final categorization. This addition occurred because, upon analysis of the responses, it became apparent that the "closed" response categorizations included in the survey questionnaire were not exhaustive. The range of activities carried out proved to be somewhat wider than anticipated. Accordingly, the survey summary sheets are indicative only, and any particular activity or programme should be read as a combination of

keywords or descriptors. Many activities or programmes describe more than one function, and all functional categorizations for a particular activity or programme should be read as a combined keyword summary of that activity or programme. As explained above, the "functions" which are categorized under any particular activity or programme are coded by listing the first letter of one or more of the functions which the respondent reported. These functions are the following: training; standard-setting; coordination; research; publications; expert advice; and monitoring.*

23. The following paragraphs attempt to provide some useful analysis of the responses. It should be stressed, however, that the most instructive information is to be found in the programme detail reports of the respondents themselves, and delegations are invited to consult the available source documentation. Annex III to this report lists all entities, agencies and organizations which responded on or before 30 November 1992, and indicates the number of crime prevention and criminal justice activities reported. Annex IV lists all entities, agencies and organizations to which the survey was distributed.

V. SURVEY ANALYSIS

24. It is usual for any report such as the present one, which attempts to synthesize information, to attempt to identify its acknowledged limitations. The following considerations are relevant:

(a) Entities, agencies or organizations in each category from which responses were solicited were a selection from those within the United Nations system or the roster of the Council. Nonetheless, it may be considered that there may have been omissions from each group. This, however, was the first survey conducted by the crime prevention and criminal justice programme intended to collect information about activities in the field of crime prevention and criminal justice by such a wide range of entities responding to a questionnaire. Regarding the United Nations system, the selection was made on the basis of existing knowledge and experience. It should be noted that previous efforts to collect information, in the context of attempts to coordinate relevant activities, were made by examining the medium-term plan of the Organization and the individual programme budgets of the various entities. Intergovernmental and non-governmental organizations were surveyed for the first time. Again, selection was made on the basis of the knowledge accumulated over the years, mainly through past cooperation and consultation. This knowledge was supplemented by the experience gained through the efforts of the International Scientific, Advisory and Professional Council. The experience gained from this survey will be used to refine and improve it, should the Commission decide that this process should be continued;

(b) There was one intergovernmental organization which submitted a response completed by a governmental agency, detailing national government programmes. This governmental response was not included in the totals, nor are its activities and descriptions reported. It gives rise to another matter, which the Commission may wish to consider. As a result of the end of the cold

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*The functional categories "financial assistance" and "material assistance", which were included in the survey response form, are deleted from the survey summary sheets because none of the responding agencies or organizations reported any of these functions.

war, a multitude of initiatives have been undertaken which are intended to offer practical assistance to a number of countries in transition. Recent experience suggests that, while these efforts are commendable and valuable, there is little coordination. This results in considerable overlapping, duplication of effort and, not infrequently, a degree of confusion on the part of the recipients. The United Nations crime prevention and criminal justice programme, with its global constituency and perspective, guided by the Commission with its mandated function as the principal policy-making body of the Organization in this field, has the potential to perform coordination functions that could result in more cost-effective and efficient assistance. It might be appropriate, therefore, to expand future survey efforts in order to provide the Commission with comprehensive information on relevant activities carried out at the bilateral level, enabling it to make necessary recommendations with respect to coordination;

(c) The present analysis and report is based on information received by the Secretariat on or before 30 November 1992 in response to at least two mailed requests. Only information received in the requested format was considered. The deadline of 30 November 1992 was rendered necessary by the request of the Commission to have this report available six weeks prior to its second session;

(d) The substantive categorizations constructed by the Secretariat of activities in the field of crime prevention and criminal justice are not exhaustive, as evidenced by the large number of respondents who provided information that was coded into the "other" category. This is a major reason why source programme information is available and may be consulted by interested delegations. Also, there are areas which might be considered substantive but were not listed as possible categorizations. An example is the extensive number of educational activities carried out by both the International Institute of Higher Studies in Criminal Sciences, and the Office of International Criminal Justice of the University of Illinois at Chicago. Where such areas have been identified they are noted in this report.

A. Summary statements

25. A total of 117 activities were described by 38 respondents as illustrated in the table. These activities can be described in many ways. Various summary statements with respect to the priorities established by the Council are provided below. More detailed comments follow the summary statements.

26. The consistent emphasis of the Council on the provision of practical assistance to Member States seems particularly important and appropriate. Activities reported in all areas of crime prevention and criminal justice are concentrated in Europe and North America, although some programmes are reported in other regions, especially Latin America. However, this lack of reported activities may not indicate a lack of actual activities. It may be that a number of organizations exist in those areas of which the Secretariat is not aware, or that entities, agencies and organizations which were solicited for information did not receive the questionnaire or its follow-up, or did not choose to respond.

1. Priority theme A: organized crime

27. Priority theme A relates to national and transnational crime, organized crime, economic crime, including money-laundering, and the role of criminal

law in the protection of the environment. On the general topic of organized and transnational crime, including money-laundering, there are a variety of activities of the United Nations and other intergovernmental and non-governmental organizations in coordination, research, monitoring and standard-setting. These activities are targeted at appropriate national government departments generally, or at specific national agencies, for example law enforcement agencies. On the specific topic of the role of criminal law in the protection of the environment, there are considerably fewer reported activities. Outside Europe, there were no activities reported, and only one activity of a non-governmental organization concerned with research, monitoring and the provision of expert advice.

2. Priority theme B: urban, juvenile and violent criminality

28. On the general topic of crime prevention in urban areas and of juvenile and violent criminality, activities concerned with urban crime and juvenile offenders are reported, but again notably in Europe. Only one reported programme of a non-governmental organization deals generally with violent crime or violent offenders, and specifically with domestic violence.

3. Priority theme C: administration of justice

29. Priority theme C covers efficiency, fairness and improvement in the management and administration of criminal justice and related systems, with due emphasis on the strengthening of national capacities in developing countries for the regular collection, collation, analysis and utilization of data in the development and implementation of appropriate policies. On the general topic of efficiency, fairness and improvement in the management and administration of criminal justice, there are a considerable number of programmes. However, when the specific emphasis of the Council on providing practical assistance to Member States, particularly developing ones, is factored in, there are many fewer programmes offering precise, targeted assistance in the development and implementation of policies. Some respondents reported activities in standard-setting, monitoring and the provision of expert advice.

4. Other summary statements

30. As well as framing summary statements in terms of the priorities of the Council, it may be helpful to offer some general observations within other frames of reference. Specifically, it may be helpful to offer some general comments concerning crime prevention and criminal justice activities which do not seem to be addressed in the responses. It should again be noted that the available documents - the reports by the agencies and organizations themselves - should be consulted in order to derive maximum value from the survey.

(a) Crimes

31. In Europe, there are many activities concerned with crimes which can generally be regarded as organized or economic crime. When the term organized crime is also considered to include drug-related crimes, then the geographic area of programmatic concern widens, and notably includes Latin America, but not Africa or Asia. With respect to crimes against cultural property, the United Nations Educational, Scientific and Cultural Organization has a comprehensive global programme, and works closely with a number of international, regional and national agencies.

Regarding computer crimes, there were no activities reported by the United Nations system or intergovernmental organizations, and only one by a non-governmental organization. One reported programme of a non-governmental organization is concerned with violent crimes, including domestic violence, but its scope and effect are not clear.

(b) Criminal justice system components

32. There are two programmes, carried out by the same non-governmental organization, monitoring the instrumental use of children through abduction or adoption, but no reported programmes to assist victims, although there was one reported programme to prevent victimization generally, particularly of the elderly, and another programme which monitors victims in the criminal court process. With regard to offenders, there are a considerable number of European programmes concerned with juvenile offenders, particularly in the urban context, but none reported for violent offenders. As regards law enforcement officials, the International Criminal Police Organization (ICPO/Interpol) reported 16 international programmes. There are other programmes of intergovernmental and non-governmental organizations, both directly concerned with law enforcement officials, including specific types of officials (such as senior officers or those at points of entry). Coverage of sentencing practices varies: plea bargaining was not among the category of activities reported, and neither was capital punishment. Alternatives to imprisonment are a subject of concern, but mostly in Europe, although one non-governmental organization, Penal Reform International, has programmes in other regions. A number of activities reported were geared towards providing training and information to judges and lawyers. Prisons were not a major programmatic concern for the respondents, particularly the subgrouping relating to custody matters. Finally, there are two reported programmes of non-governmental organizations which concern themselves with parole, probation or after-care of offenders.

(c) International agreements

33. For obvious reasons, international agreements within the surveyed groups were primarily the concern of intergovernmental organizations, in particular the Council of Europe. However, there are also non-governmental organizations which monitor national adherence to international agreements, or, in the case of computer crime, one non-governmental organization conducts research in the area to advise on standards that might be incorporated into future international agreements.

(d) Crime prevention

34. There are few programmes in any group dealing with crime prevention as a primary activity. Among United Nations entities, the Economic and Social Commission for Western Asia reported on governmental programmes in Western Asia. One intergovernmental organization programme and two programmes of non-governmental organizations were also reported. It should be mentioned that crime prevention elements could be viewed as a part of other programmes concerned with other activities, but not in the comprehensive sense of the term. For example, one programme reported by the Inter-American Drug Abuse Control Commission deals with the prevention of crime, but primarily drug-related crimes, and is therefore coded on the survey summary sheet under the headings of both "drugs" and "crime prevention".

(e) Management information

35. A great deal of management information is being communicated between the respondents themselves and between the respondents and their constituents, particularly in information analysis and policy development, but not, with one exception, in systems development. This general area of activity generated by far the greatest number of responses. When interpreting the significance of this level of response, however, it may be important to keep in mind that respondents engaged in the processing of information on criminal justice management might have been more inclined to respond to the survey than other respondents, since the present survey, and its results, are also a kind of management information tool.

B. Specific statements

1. United Nations system

36. As stated above, 15 out of 31 United Nations entities and specialized agencies responded. The Centre for Human Rights of the Secretariat reported five programmes, and four other entities (the Department of Economic and Social Development of the Secretariat, the Social Development Division of the Economic and Social Commission for Asia and the Pacific (ESCAP), the International Civil Aviation Organization, and the World Health Organization) reported two programmes each.

37. Comparisons between the activities carried out by the United Nations system and those carried out by other intergovernmental and non-governmental organizations is rather difficult because of different approaches. In spite of these difficulties, however, conclusions can be drawn because of similiarities in the scope of related activities. For example, the Centre for Human Rights reported one programme on the independence and impartiality of the judiciary, jurors and assessors, and the independence of lawyers. This programme has the functions of training, coordination and research, but the scope of each of those functions is incidental to the work of a Special Rapporteur, itself a very significant task, and primarily geared towards human rights issues. Another programme, reported by the Department of Economic and Social Development, involves training officials in developing countries concerning economic crime.

38. Some United Nations bodies reported no programmes in the field of crime prevention and criminal justice. For example, the United Nations Environment Programme (UNEP) stated that "UNEP has not been carrying out any programme specifically dealing with environmental crimes". Another example is the Office of the United Nations High Commissioner for Refugees, which reported that its "activities are not relevant to the information requested on crime prevention and criminal justice". Finally, although not having programmes themselves, two United Nations bodies reported close links with regional institutes. The Economic Commission for Latin America and the Caribbean reported that crime prevention and criminal justice activities were not part of its work programme, but noted its "solid relationship" with the Latin American Institute for the Prevention of Crime and the Treatment of Offenders. ESCAP also reported its collaboration with the Australian Institute of Criminology.

2. Intergovernmental organizations

39. As stated above, 19 out of 41 organizations responded, listing 41 activities or programmes. Three organizations have a large number of programmes: ICPO/Interpol with 16; the Council of Europe with 10; and the Inter-American Drug Abuse Control Commission with 7.

40. In the mandate for the present survey, the Council requested that activities of intergovernmental and non-governmental organizations be reported in relation to the priority themes established by the Council. Some general statements concerning these themes were given above; more specific statements now follow with respect to intergovernmental organizations.

(a) Priority theme A: organized crime

41. On the general topic of organized and transnational crime, including money-laundering, the regional intergovernmental organizations in Europe and Latin America have extensive programmes, the latter emphasizing the relationship with drug crimes. The Commission of the European Communities (CEC) and the Council of Europe together reported five programmes in this priority area, which is also included within the ambit of all seven reported programmes of the Inter-American Drug Abuse Control Commission. Ten of the 16 programmes of ICPO/Interpol also include this priority area. Finally, the Financial Action Task Force of the Organisation for Economic Co-operation and Development (OECD), which consists of all 24 OECD countries in addition to Hong Kong, Singapore, CEC and the Gulf Cooperation Council, deals with money-laundering. No programmes were reported in this priority area in Africa.

42. On the specific topic of the role of criminal law in the protection of the environment, the only reported programmes are in Europe, those of CEC and the Council of Europe. The latter has a committee of experts currently drafting a proposed convention on this topic.

(b) Priority theme B: urban, juvenile and violent criminality

43. On the general topic of crime prevention in urban areas, juvenile and violent criminality, the lack of reported programmes continues. Only one programme, conducted by the Inter-American Drug Control Abuse Commission, deals with crime prevention, and it is concerned primarily with the prevention of drug abuse.

(c) Priority theme C: administration of justice

44. On the general topic of efficiency, fairness and improvement in the management and administration of criminal justice, there are, again, a number of programmes which either directly or tangentially attempt to achieve this goal through interaction with crime prevention and criminal justice managers. Regarding management issues directly related to prisons, the Council of Europe reported a programme which aims at establishing standards by producing a European code of conduct for prison staff.

45. The lack of reported programmes in Africa should be highlighted. The Organization for African Unity did respond, and, although "no direct research" was reported, stressed that it was "looking forward to working closely with the African Institute for the Prevention of Crime and the Treatment of Offenders".

3. Non-governmental organizations

46. As stated above, 36 out of 128 non-governmental organizations responded, listing 59 programmes. Five organizations reported two programmes, and there are seven organizations with more than two programmes: the International Council for Adult Education (12); the Research Centre for Criminology and Youth Criminology of the University of Groningen (7); the Forum of the Local and Regional Authorities of Europe for Urban Security (5); the International Association of Judges (5); Penal Reform International (5); the Foundation for the Development of International Probation and Parole Practice (3); and the International Association of Airport and Seaport Police (3). As could be expected, although a greater number of non-governmental organizations reported a greater number of programmes, the programmes generally tend to be narrower in application than those of the United Nations system and intergovernmental organizations.

47. As with the intergovernmental organizations, in its mandate for the present survey the Council also asked that activities of non-governmental organizations be reported in relation to the priority themes.

(a) Priority theme A: organized crime

48. On the general topic of organized and transnational crime, including money-laundering, the non-governmental organizations, as a group, are not as active as the others. An exception is the International Association of Airport and Seaport Police, which has three programmes aimed at establishing standards, and conducting training programmes, to assist its members in reducing transnational criminal activity. The International Federation of Senior Police Officers also has a programme that deals with forgery.

49. On the specific topic of the role of criminal law in the protection of the environment, the dearth of programmes generally, and particularly outside Europe, was noted earlier. The only non-governmental organization to report any activity in this area is the International Council of Environmental Law, and its brief response does not offer details.

(b) Priority theme B: urban juvenile and violent criminality

50. On the general topic of crime prevention in urban areas and of juvenile and violent criminality, the Forum of the Local and Regional Authorities of Europe for Urban Security devotes five programmes to various aspects of urban crime, including drugs, juvenile urban crime and crimes on public transport. The International Association of Judges has undertaken an international study to determine the position of the victim in the criminal process. The Research Centre for Criminology and Youth Criminology of the University of Groningen has seven programmes dealing with youth, generally in an urban context, from both research and observational, or empirical, perspectives. The jurisdictions studied by the latter set of programmes are not specified in the response of the organization, but the programme descriptions suggest that the area is national. There is only one programme reported outside Europe, by Soroptomist International, which undertakes mainly preventive activities using a number of methodologies to reduce violence against women generally, and domestic violence in particular.

(c) Priority theme C: administration of justice

51. On the general topic of efficiency, fairness and improvement in the management and administration of criminal justice, the trend toward the largest number of programmes continues, with many organizations offering expert advice to government officials. With regard to prison management, only one non-governmental organization, the International Council for Adult Education, addresses prison managers, in the context of advocating educational opportunities for incarcerated persons.

52. Two issues deserve special attention. The first, which has been discussed briefly, relates to the agencies that responded but identified no activities within their ambit. For example, the International Law Association, reported that among its 24 committees it did not have one working "specifically in the field of international crime prevention or international criminal justice", although "it is likely that work in that field will be reactivated in due course".* The second issue relates to the exceptional educational programmes which were reported by two organizations, the International Institute of Higher Studies in Criminal Sciences, and the Office of International Criminal Justice of the University of Illinois at Chicago. These two organizations reported activities which go beyond the usual conceptions of what might be described as "management information" programmes, either because they educate a large variety of criminal justice professionals, or because they offer sophisticated programmes to future criminal justice professionals. It should be mentioned, however, that the Office of International Criminal Justice is not a non-governmental organization in the strict sense of the term, in spite of its commendable international activities.

VI. SURVEY FINDINGS

A. Priority theme A

53. The survey showed that the decision by the Council, on the recommendation of the Commission, to give prominence to the theme of organized crime was highly relevant to current developments. The concern of the international community is evidenced by a number of activities undertaken mainly by inter-governmental organizations. The scope of these activities, however, indicates that their goal is to address specific aspects of the problems caused by that type of crime.

54. It is noteworthy that fewer activities were reported from regions including countries which have a less developed infrastructure in crime prevention and criminal justice, and which are facing severe problems relating to the crimes identified under the priority theme. In addition, attention should be given to the lack of reported activities or programmes designed to promote international cooperation. Activities carried out within the United Nations system are designed to complement programmes of work covering other areas of international concern. In view of these findings, the importance of the role of the Commission becomes even greater. With the expertise that it encompasses, or has access to, its global constituency and its comprehensive view

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*This organization should not be confused with the International Bar Association, which does have a Criminal Law Committee that concerns itself with crime prevention and criminal justice activities.

of relevant issues, the Commission is in a position to consolidate the various perspectives and priorities into policies that would foster international cooperation and meet the needs of Member States in the field of crime prevention and criminal justice.

55. More specifically, the protection of the environment through criminal law is an area where the few reported programmes are regional or embryonic, where the needs of Member States have not been addressed, and where the survey suggests a possible proactive role, as well as one of leadership and promotion, for the crime prevention and criminal justice programme.

B. Priority theme B

56. Of the three priority themes, that of urban, juvenile and violent criminality has the fewest reported activities or programmes. The Commission could play a useful role in fostering within the crime prevention and criminal justice community a deeper appreciation of the substantive importance of crime prevention through a variety of programmes including education and public awareness. With regard to violent crime, the lack of reported programmes may be the result of a view prevailing in more developed regions that such crime is primarily associated with drug abuse, and can therefore be subsumed within a broader substantive area.

C. Priority theme C

57. A great deal of activity is reported in the priority area of administration of justice, but it is concentrated in more developed regions. There is a lack of reported information suggesting that, in the language of the Council, "the strengthening of national capacities in developing countries" is occurring. Moreover, even when this priority theme is addressed through activities or programmes, it does not appear to be addressed systemically. There is no indication of a specific effort to promote systemic criminal justice integration for the benefit of developing or emerging systems within a country, drawing on the collective experience of nations, by any entity or organization.

D. Observations on the survey process

58. Qualifications were expressed earlier in this report concerning the interpretation of the information presented. The following observations on the survey process and its limitations may prove useful to the Commission in providing guidance on methodologies or techniques for overcoming those limitations, should it wish to mandate similar activities in future.

(a) The survey technique developed was basically sound and effective, but requires improvement in the categorization of substantive areas. This is demonstrated in many programmes by the overlapping of what were conceived to be independently substantive areas. From a research perspective this phenomenon was not unexpected, but it does cause analytical and presentational difficulties. However, the technique of requesting agencies to categorize the functions of their programmes was helpful. There were problems in interpreting the information submitted, and there may be views as to whether the interpretations of complicated programme information were correct, but those interpretations were more accurate than would have been the case had they been made without requiring the categorization and synthesis of information by reporting agencies;

(b) With regard to presentation of the results of the survey, the Secretariat intended from the outset to prepare a document that would provide members of the Commission with a great deal of complicated programme information in a form that was easily, in particular visually, accessible. This goal has been only partly achieved because of time, technical and administrative constraints. The report is necessarily a synthesis and an interpretation, to which the survey summary sheets provide an essential supplement. Nevertheless, a wealth of information was acquired in the questionnaire responses themselves;

(c) The present report incorporates and summarizes only information that was received by 30 November 1992 in response to the survey questionnaire. Given more time, agencies that did not respond could have been contacted once again and, if necessary, interviewed. Moreover, because of a number of constraints, the survey form was distributed in English only, and, although replies were received in other languages, non-English-speaking agencies may have been deterred from responding by the failure to provide a translated text of the form. Certainly the lack of responses from both Arabic and Chinese-speaking criminal justice professionals has resulted in a great loss of data. If further surveys are mandated, it should be possible, given the preparatory work already done, to circulate questionnaires in all official languages of the United Nations.

VII. COOPERATION AND COORDINATION WITH OTHER UNITED NATIONS BODIES

A. Mandate of the Economic and Social Council

59. At its inaugural session, the Commission discussed the strengthening of coordination with, inter alia, United Nations bodies. It supported steps to that end in order to increase the efficiency and effectiveness of United Nations activities in areas of mutual concern. On the recommendation of the Commission, the Council called for closer contacts and increased cooperation with several United Nations bodies, in particular the Centre for Human Rights, the International Law Commission and UNDCP.

60. The present report has provided information on activities described by United Nations bodies that responded to the survey. In addition to that material, and in order to provide the Commission with more detailed information, an account is given below of initiatives that the Crime Prevention and Criminal Justice Branch of the Centre for Social Development and Humanitarian Affairs, United Nations Office at Vienna, has taken, and will continue to take, in order to fulfil the mandates of the Council.

B. Programme coordination initiatives

61. Pursuant to the above-mentioned request of the Council, the Crime Prevention and Criminal Justice Branch initiated a series of ongoing meetings with UNDCP aimed at the following specific goals:

(a) To explore the possibility of coordinating technical cooperation projects, including cooperative involvement in training activities;

(b) To exchange data, statistics and information of shared relevance to both programmes, including information concerning qualified experts available to participate in joint programmes;

(c) To cooperate in other activities, which are dealt with in a report on the implementation of Council resolution 1992/22.

62. The Council asked for coordination of various technical advisory services, including, in particular, preparations for the World Conference on Human Rights to be held at Vienna from 14 to 25 June 1993. Further to that request, the following activities have been undertaken:

(a) In July 1992, the Crime Prevention and Criminal Justice Branch cooperated with the Centre for Human Rights in the human rights fellowship programme;

(b) In September 1992, a crime prevention and criminal justice officer represented the Centre for Social Development and Humanitarian Affairs at the third session of the Preparatory Committee for the World Conference on Human Rights;

(c) In October 1992, a crime prevention and criminal justice officer participated in the planning and delivery at Bucharest of a training course for law enforcement officials, police, military and prison personnel organized by the Centre for Human Rights in cooperation with the Romanian Institute for Human Rights;

(d) In November 1992, a crime prevention and criminal justice officer participated in the planning and delivery at Tirana of a training course for law enforcement officials, police, military and prison personnel organized by the Centre for Human Rights in cooperation with the Albanian Ministry of Public Order;

(e) In November and December 1992, a crime prevention and criminal justice officer participated in the planning and delivery at Bucharest of training as part of a course for judges, lawyers and prosecutors on human rights in the administration of justice, organized by the Centre for Human Rights in cooperation with the Romanian Institute for Human Rights.

63. In each of the courses listed, members of the Crime Prevention and Criminal Justice Branch assisted representatives of the Centre for Human Rights in the selection and recruitment of participating experts and in programme planning.

64. Through these and other contacts, cooperative planning continues and will result in the participation of members of the Crime Prevention and Criminal Justice Branch in additional training courses in 1993.

Annex I*

CRIME PREVENTION AND CRIMINAL JUSTICE BRANCH
CENTRE FOR SOCIAL DEVELOPMENT AND HUMANITARIAN AFFAIRS
UNITED NATIONS OFFICE AT VIENNA

QUESTIONNAIRE:

SYSTEM-WIDE SURVEY OF CRIME PREVENTION AND CRIMINAL JUSTICE ACTIVITIES

PLEASE POSTMARK THE RETURN OF THIS QUESTIONNAIRE
NO LATER THAN **15 OCTOBER 1992** TO
THE UNITED NATIONS CRIME PREVENTION AND CRIMINAL JUSTICE BRANCH

This questionnaire is administered by the Crime Prevention and Criminal Justice Branch, United Nations Office at Vienna, pursuant to a mandate from the Economic and Social Council on recommendation of the United Nations Commission on Crime Prevention and Criminal Justice. It is being distributed to all relevant United Nations, intergovernmental and non-governmental organizations throughout the world.

In order to facilitate clarification of the data provided, please indicate below the name, position, mailing address and telephone number of the co-ordinating officer responsible for collection of the data for the entire questionnaire.

Name _____

Position _____

Agency _____

Address _____
_____
_____
_____

Tel. _____
Fax. _____

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INSTRUCTIONS

1. Attached you will find five (5) sets of response forms, each of two pages and numbered sequentially: 1.1 and 1.2, 2.1 and 2.2, and so on to 5.1 and 5.2.

2. Each set of response forms is identical. The first page is titled Programme Detail, and the second page is titled Programme Structure Illustration.

3. One set of response forms should be completed for each crime prevention and criminal justice programme undertaken by your agency as follows:

* on the Programme Detail page, complete all five questions. Please note that the response to question #5, the "main activity" of the programme, should be **distinct from the primary subject, target group or topic** addressed by the programme. For example, a programme with a target group of "violent offenders" may have as its primary activity either 1) research, 2) material assistance, 3) financial assistance, or 4) monitoring.

* on the Programme Structure Illustration page, shade in pen or pencil the lowest level or most specific category which expresses the primary subject, target group, or topic addressed by the programme. Please treat these as an **exhaustive set** of categorizations. In other words, please **fit your programme(s) into the category which provides the greatest level of detail, and provide a lowest-level categorization for each programme according to the "best fit" possible.** The shaded box should indicate, to the best approximation, the primary subject, target group or topic addressed by the programme, not the activity supported by the programme, which has been indicated on the previous page.

* with regard to the issue of whether a categorization is "exhaustive", **the intention is that the lowest level of the category should include the primary subject, target group or topic addressed by the programme.** If it does not, then please shade the next higher level. An example would be the *prisons/management issues/aids* or *custody* hierarchy. If your agency's topic is a sub-topic not listed, such as "*community release panels*", then the *management issues* box should be shaded.

* repeat the process for each crime prevention and criminal justice programme undertaken by your agency. If the five sets of response forms which have been provided are not sufficient, please photocopy additional response forms and include them.

4. In your response, please provide a copy, if available, of your organization's most recent report of programme activities which includes the programmes reported in this questionnaire.

5. If the foregoing instructions are not clear, or if any further assistance or information would be helpful to you in completing this questionnaire, the contact officer is:

Luis F. Molina
Crime Prevention and Criminal Justice Branch
Centre for Social Development and Humanitarian Affairs
United Nations Office at Vienna
P.O. Box 500
A-1400 Vienna, Austria
Telephone: (43/1) 21131 5510 or (43/1) 21131 4269
Facsimilie: (43/1) 232156 Electronic Mail: TCN 4016

6. **Please return this questionnaire in the envelope provided to the address given above.** If you would like any futher information from the Crime Prevention and Criminal Justice Branch, for example our programme information or copies of the source documents from which the present mandate is derived, we would be pleased to supply it at your request.

PROGRAMME DETAIL 1.1

1. **Name of Agency** : _____
_____

2. **Name of Respondent** : _____

Post : _____

Fax/Phone : _____

3. **Title of Programme** : _____

4. **Description of programme (150 words maximum):**

_____
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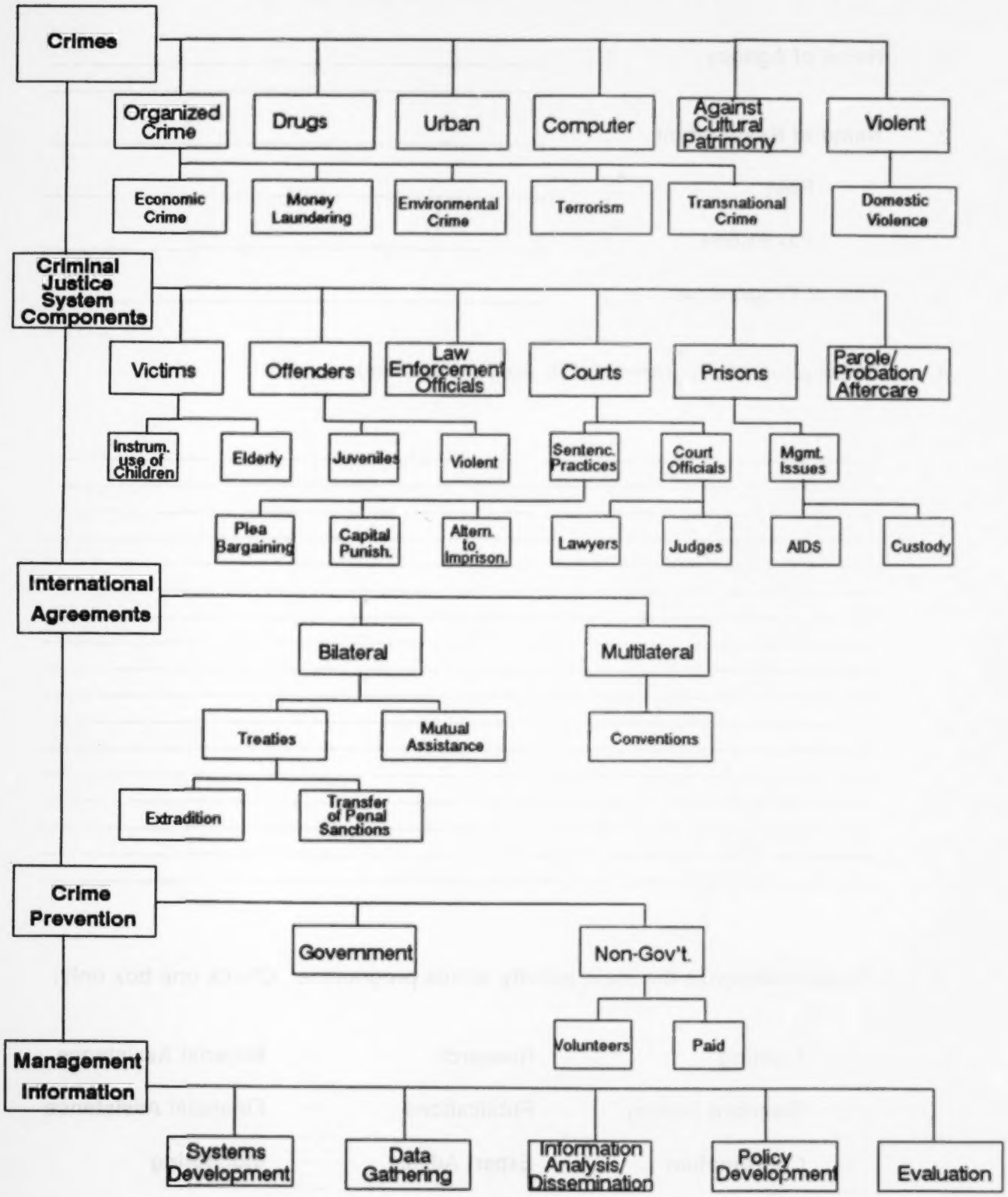
5. **Please categorize the main activity of this programme. Check one box only:**

☐ **Training**	☐ **Research**	☐ **Material Assistance**
☐ **Standard Setting**	☐ **Publications**	☐ **Financial Assistance**
☐ **Coordination**	☐ **Expert Advice**	☐ **Monitoring**

PROGRAMME STRUCTURE ILLUSTRATION 2.1



Annex II*

TIMETABLE FOR SYSTEM-WIDE SURVEY OF UNITED NATIONS AGENCIES, IGOs AND NGOs

TASK	Sep		Oct				Nov		Dec	
	12/14	15/16	13	15	20	26	3	17	15	16
Mail Survey	LM									
Verify records		LM								
Create response chart		LM->								
Draft follow-up letter			LM							
Mail follow-up letter					LM/MB					
Results arrive				**->	---->	->	->			
Code results				LM->	---->	->	->			
Make follow-up calls							?			
Commence writing report								LM/DV		
Finish writing report									LM/DV	
Submit for approvals										**

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Annex III

QUESTIONNAIRE RESPONDENTS AND NUMBER OF REPORTED PROGRAMMES

A. Intergovernmental organizations

Organization	Number of programmes
African, Caribbean and Pacific Group of States	0
Asian-African Legal Consultative Committee	3
Association of South-East Asian Nations	0
Commission of the European Communities	1
Council of Arab Interior Ministers	1
Council of Europe	10
Hague Conference on Private International Law	2
Inter-American Development Bank	0
Inter-American Drug Abuse Control Commission	7
International Centre for Public Enterprises in Developing Countries	0
International Civil Defence Organization	0
International Criminal Police Organization	16
International Organization for Migration	0
Inter-Parliamentary Union	0
Latin American Economic System	0
Organisation for Economic Co-operation and Development	1
Organization of African Unity	0
Organization of Petroleum Exporting Countries	0
Scandinavian Research Council for Criminology	0
	41

B. Non-governmental organizations

Organization	Number of programmes
Afro-Asian Peoples' Solidarity Organization	0
Andean Commission of Jurists	2
Brazilian Society for Victimology	2
European Centre for Development Policy Management	0
Forum of the Local and Regional Authorities of Europe for Urban Security	5
Foundation for the Development of International Probation and Parole Practice	3
Foundation for Responsible Computing	1
Henry Dunant Institute	1
International Association of Airport and Seaport Police	3
International Association of Judges	5
International Association of Juvenile and Family Court Magistrates	1
International Association of Penal Law	1
International Bar Association	1
International Commission on Illumination	0
International Council for Adult Education	12
International Council of Environmental Law	2
International Council of Jewish Women	0
International Council of Women	0
International Federation for the Protection of Ethnic, Religious, Linguistic and Other Minorities	0
International Federation of Red Cross and Red Crescent Societies	0
International Federation of Senior Police Officers	2
International Federation of University Women	0

Organization	Number of programmes
International Institute of Higher Studies in Criminal Sciences (dealt with separately in report)	1
International Institute of Humanitarian Law	0
International Law Association	0
International Save the Children Alliance	0
International Sociological Association	0
International Union of Lawyers	1
Latin American Social Science Council	0
Medical Women's International Association	0
Muslim World League	1
Penal Reform International	5
Research Centre for Criminology and Youth Criminology, University of Groningen	7
Save the Children Federation	0
Soroptimist International	1
Office of International Criminal Justice, University of Illinois at Chicago (dealt with separately in report)	2
	59

C. United Nations system

Organization or entity	Number of programmes
United Nations Secretariat	
Centre for Human Rights	5
Department of Economic and Social Development	2
Economic Commission for Latin America and the Caribbean	0
Economic and Social Commission for Asia and the Pacific, Social Development Division	2
Economic and Social Commission for Western Asia	1
Food and Agriculture Organization of the United Nations	1
General Agreement on Tariffs and Trade	0
International Civil Aviation Organization	2
International Labour Office	0
International Maritime Organization	1
Office of the United Nations High Commissioner for Refugees	0
United Nations Educational, Scientific and Cultural Organization	1
United Nations Environment Programme	0
United Nations Research Institute for Social Development	0
World Health Organization	2
	17

Annex IV

QUESTIONNAIRE RECIPIENTS

A. Intergovernmental organizations

African, Caribbean and Pacific Group of States
African Development Bank
Asian-African Legal Consultative Committee to the United Nations*
Association of South-East Asian Nations
Caribbean Community and Common Market
Commonwealth Secretariat
Council for Arab Economic Unity*
Council of Arab Interior Ministers
Council of Europe
Council for Mutual Economic Assistance
European Economic Community
Hague Conference on Private International Law
Inter-American Development Bank
International Centre for Public Enterprises in Developing Countries
International Civil Defence Organization
International Criminal Police Organization
International Development Law Institute
International Federation of Employees in Public Service
International Organization for Migration
Inter-Parliamentary Union
Latin American Economic System
Latin American Faculty of Social Sciences
League of Arab States
Nordic Committee on Penal Law
Nordic Senior Officials' Committee for Legislative Questions
Office of the Permanent Observer of the Organization of the Islamic Conference to the United Nations
Organisation for Economic Co-operation and Development
Organization of African Unity
Organization of American States
Organization of Ibero-American States for Education, Science and Culture
Organization of the Islamic Conference*
Organization of Petroleum Exporting Countries
Pan-Arab Organization of Social Defence
Regional Cooperation for Development
Scandinavian Research Council for Criminology
South-Asian Association for Regional Cooperation

B. Non-governmental organizations

Afro-Asian People's Solidarity Organization
Airport Associations Coordinating Council
Alliance of Non-Governmental Organizations on Crime Prevention and Criminal Justice
All-India Women's Conference
American Foreign Law Association, Inc.

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*Questionnaires were addressed to different offices of this organization.

Amnesty International
Andean Commission of Jurists
Anti-Slavery Society for the Protection of Human Rights, The
Arab Lawyers Union
Asia Crime Prevention Foundation
Association de co-opération internationale au développement - Organisation pour la recherche appliquée au développement
Association for the Study of the World Refugee Problem
Bahá'í International Community
Brazilian Society for Victimology
Caribbean Human Rights Network
Caritas Internationalis
Center of Concern
Childhope, United Kingdom of Great Britain and Northern Ireland
Contact Centre Inc.
Cooperative for American Relief Everywhere, Inc. (CARE)
Defense for Children International Movement
Disabled Peoples' International
European Centre for Development Policy Management
Ford Foundation
Forum of the Local and Regional Authorities of Europe for Urban Security
Foundation for the Development of International Probation and Parole Practice
Foundation for the Establishment of an International Criminal Court, The*
Foundation for Responsible Computing*
Four Directions Council
Friends World Committee for Consultation
Greenpeace International
Henry Dunant Institute
Howard League for Penal Reform
Human Rights Internet
Inter-African Union of Lawyers
Inter-American Institute of Human Rights
Interights
International Abolitionist Federation*
International Alliance of Women
International Association against Torture
International Association of Airport and Seaport Police
International Association of Democratic Lawyers
International Association of Judges*
International Association of Juvenile and Family Court Magistrates
International Association of Penal Law
International Bar Association*
International Catholic Bureau
International Centre of Sociological, Penal and Penitentiary Research and Studies
International Commission of Jurists*
International Commission on Illumination
International Committee of Children's and Adolescents' Movements
International Committee of the Red Cross
International Council for Adult Education
International Council of Environmental Law
International Council of Jewish Women

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*Questionnaires were addressed to different offices of this organization.

International Council of Women
International Council on Alcohol and Addictions
International Council on Jewish Social and Welfare Services
International Federation for the Protection of the Rights of Ethnic, Religious, Linguistic and Other Minorities
International Federation of Business and Professional Women
International Federation of Human Rights
International Federation of Red Cross and Red Crescent Societies
International Federation of Senior Police Officers
International Federation of University Women
International Federation of Women in Legal Careers
International Federation of Women Lawyers
International Halfway House Association
International Helsinki Federation for Human Rights
International Human Rights Internship Program
International Institute of Humanitarian Law
International Law Association
International League for Human Rights
International Narcotic Enforcement Officers Association, Inc.
International Organization for the Elimination of All Forms of Racial Discrimination
International Peace Academy
International Penal and Penitentiary Foundation
International Prisoners Aid Association
International Society for Criminology
International Society for Research on Aggression
International Society for Social Defence
International Sociological Association
International Union of Lawyers
International Union of Police Federations
International Union of Socialist Youth
Italian Centre of Solidarity
Juventudes de la ONU
Latin American Cultural Group and Friends
Latin American Human Rights Association
Latin-American Social Sciences Council
Lawyers Committee for Human Rights
Medical Women's International Association
Muslim World League
National Associations Active in Criminal Justice in Canada
National Association of Victims' Support Schemes
Netherlands Convention Bureau, The
Pax Romana (International Catholic Movement for Intellectual and Cultural Affairs) (International Movement of Catholic Students)
Penal Reform International
Prison Fellowship International
Procedural Aspects of International Law Institute
Rädda Barnen International (Save the Children Federation)
Rehabilitation International
Research Centre for Criminology and Youth Criminology, University of Groningen
Salvation Army, The
Save the Children Federation*

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*Questionnaires were addressed to different offices of this organization.

Save the Children Fund
Society for Comparative Legislation
Society for the Reform of Criminal Law, The
Soroptimist International
University of Illinois at Chicago
Vienna Institute for Development
Women's International Democratic Federation
World Alliance of Reformed Churches
World Assembly of Youth
World Environment and Resources Council
World Federation for Mental Health
World Peace Through Law Centre
World Society of Victimology
Young Lawyers' International Association
Zonta International - International Service Organization of Executive and Professional Women

C. United Nations system

United Nations Secretariat

- Centre for Human Rights
- Department of Economic and Social Development
- Department of Peace-Keeping Operations
- Division for the Advancement of Women, Centre for Social Development and Humanitarian Affairs, United Nations Office at Vienna
- Economic Commission for Africa
- Economic Commission for Europe
- Economic Commission for Latin America and the Caribbean
- Economic and Social Commission for Asia and the Pacific
- Economic and Social Commission for Western Asia

Food and Agriculture Organization of the United Nations
General Agreement on Tariffs and Trade
International Atomic Energy Agency
International Civil Aviation Organization
International Labour Organisation
International Law Commission
International Maritime Organization
International Telecommunications Union
Office of the United Nations High Commissioner for Refugees
United Nations Centre for Human Settlements
United Nations Children's Fund
United Nations Development Programme
United Nations Educational, Scientific and Cultural Organization
United Nations Environment Programme
United Nations Industrial Development Organization
United Nations International Drug Control Programme
United Nations Research Institute for Social Development
Universal Postal Union
World Bank
World Health Organization
World Intellectual Property Organization
World Tourism Organization